

BROWN COUNTY EMERGENCY SUPPORT FUNCTION (ESF) 11

Agriculture and Natural Resources

LEAD COORDINATING AGENCY: Brown County Ag

SUPPORT AGENCIES: Brown County Sheriff's Department
Brown County Extension System
Brown County Health/Human Services Department
Brown County Highway Department
Wisconsin Veterinary Corps
Brown Humane Society
Brown County Emergency Management
DNR

I. INTRODUCTION

A. Purpose

The purpose of ESF 11 is to coordinate and support county, local, and tribal authorities' efforts to respond effectively to an incident involving agriculture, food, natural or cultural resources and provide a process to integrate State and federal ESF 11 response/recovery actions.

B. Scope

Provides for a coordinated response to incidents involving food, agricultural, cultural or natural resources in Brown County by identifying roles and responsibilities of various county and local agencies with statutory and/or emergency management-based responsibilities and assets to support response and recovery operations including:

1. control and eradicate or manage foreign animal diseases (including infectious, non-infectious and zoonotic diseases)
2. control and eradicate or manage exotic plant diseases
3. control and eradicate or manage exotic pest infestations
4. assurance of food safety and nutrition assistance;
5. protect natural and cultural resources and historic properties (NCH) resources prior to, during, and/or after an disaster.

II. POLICIES

State ESF 11 provides technical advice and assistance to county and local governments, professional animal health organizations and industry during an ESF 11-related incident. Brown County ESF 11 coordinates the response and recovery activities of Brown County with local, state, federal and private agencies during an incident that involves agricultural and/or natural or cultural resources.

The Wisconsin Department of Agriculture, Trade and Consumer Protection has broad authority to investigate and control animal diseases, investigate and eradicate plant infestations, and exotic pest species, and to ensure the safety of our food supplies through inspections and other activities. These authorities are found in chapters 93, 94, 95, and 97, WI Stats. Among other things, the department may test animals, regulate imports and movement of animals and plants and impose quarantines on diseased plants and animals. Detailed authorities are listed in **Appendix 1**.

The Wisconsin Department of Natural Resources has authority for natural resources, wildlife that may be affected by a foreign animal disease, and environmental regulations for activities conducted as part of ESF 11, including carcass management and incineration. The authorities are found in Chapters 1, 23, 29, 95, 254, 283, 285, 289 and 291 of the Wisconsin Statutes.

The Wisconsin Historical Society duties and responsibilities include serving as the principal historic preservation agency of the state, identification of historic and archeological sites, review of federal and state funded, licensed, and permitted activities that affect cultural and historic properties. Their general responsibilities related to cultural and historic resources are listed in s.44.34, Wis. Stats. 44.34. Cooperation with other state agencies is found in s. 44.39 and 44.40, Wis Stats. Protection of human burials from disturbance is found in s. 157.70, Wis. Stats.

The Department of Public Instruction duties and responsibilities include: maintaining liaison with the American Red Cross to coordinate resources in a presidentially declared disaster to provide relief through release of USDA commodities for congregate feeding. DPI may determine that a situation warrants the use of USDA commodities for congregate or household distribution, without a presidential declaration. The DPI may coordinate with the Red Cross to the extent funds are available for replacement of the commodities.

The general powers and duties of the Wisconsin Department of Health and Family Services are listed in Wisconsin State Statute 250.04. The department may require isolation of patients, quarantine of contacts, concurrent and terminal disinfection or modified forms of these procedures as provided by Wisconsin State Statute 252.06. Additional authority to protect public safety in the case of communicable disease can be found in Wisconsin State Statutes 252.18, 252.19 and 252.21.

Brown County ESF #11 coordinates activities with the following Brown County ESFs:

- ESF 1 (Evacuation and Transportation Resources),
- ESF 2 (Communications),
- ESF 5 (Emergency Management),
- ESF 8 (Health and Medical Services),
- ESF 13 (Public Safety) and ESF 15 (External Affairs).

III. CONCEPT OF OPERATIONS

Implementation of ESF 11 will be a State directed process. County implementation of ESF 11 will be based on a notification by one of the primary state or federal ESF 11 agencies. The main county agency responsible for implementing ESF-11 locally is Brown County Emergency Management.

Local officials, governmental and non-governmental agencies will be actively involved in the response and will be utilized. Each county and local government has a Local Emergency Response Plan, which provides the framework for the jurisdiction's response to an emergency or disaster. County and local emergency managers/directors may utilize their resources and provide additional lines of communication with and for local producer/processors and the local Cooperative Extension Service.

The County Executive will maintain direction and control of governmental activities, declare a county emergency through the normal process described in the Local Emergency Response Plan, and provide local resources as available.

A. General

1. County, local and tribal response activities focus on meeting response and recovery activities by committing human, financial and material resources to the impacted area, as appropriate.
2. Recovery efforts are initiated concurrently with response activities. Close coordination is required among the federal, state, county, local, tribal and volunteer agencies responsible for response and recovery operations.
3. Brown County Emergency Management will staff ESF 11 during an activation of the County EOC and will coordinate the locally provided resources with DATCP and other appropriate state and private organization resources with the EOC Officer in Charge. State ESF 11 staff will coordinate with Federal ESF 11 counterparts.
4. ESF 11 functions are divided into five main areas. The principal activities for each functional area are described in the following sections.

- a. Foreign animal disease surveillance and response. This includes the implementation of an integrated federal, state, local, and tribal response to an outbreak of a foreign animal disease (FAD), including infectious, non-infectious and zoonotic disease.

Animal diseases are found by either the local livestock producers noticing an unusual condition in their animals or through routine surveillance activities (i.e. sampling done through the national poultry improvement plans, etc.) Animal assessments can be performed by either private veterinarians or by state or federal veterinarians, depending on the situation.

If a foreign animal disease is suspected, there are procedures that must be followed to confirm the presence of the disease and to contain and/or eradicate the disease (see **Appendix 2** for Animal Disease Response Flowcharts).

- b. Plant Disease and Pest Infestation surveillance and response: This includes the implementation of an integrated federal, state, local and tribal response to a plant disease or pest infestation.

Plant diseases and pest infestations can be found by a variety of partners, including private landowners, nurseries, or government inspections. For species of concern, such as soybean rust, gypsy moth or emerald ash borer, there are surveillance programs established to monitor their presence. If a plant disease or pest is suspected, there are procedures that are followed to confirm the presence of the disease or pest, and to contain and/or eradicate the disease or pest.

- c. Assurance of the safety of the commercial food supply: This includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; food-borne disease surveillance; and field investigations.

The safety of the food supplies is assured through various types of inspections and surveillance activities, involving public and private local and state partners,

- d. Provision of nutrition assistance: This includes determining nutrition assistance needs, obtaining appropriate food

supplies, arranging for delivery of the supplies, and authorizing disaster food stamps.

While the federal government plays a major role in determining nutrition assistance and obtaining food supplies, the Department of Public Instruction has some capabilities in this regards via the school lunch program. The commodities obtained in this program can be accessed during an emergency.

USDA can authorize the Department of Health and Family Services to release their commodity food supplies to feed people at shelters and mass feeding sites. In addition, if the president declares a disaster, and with USDA approval, commodity foods can be directly distributed to households that are affected by the emergency.

In addition, the Supplemental Nutrition Assistance Program (SNAP) which replaces the food stamp program, may be accessed during an emergency with USDA approval.

- e. Protection of Natural, Cultural and Historic resources: This includes appropriate response actions to conserve, rehabilitate, recover, and restore NCH resources.

The Wisconsin Department of Natural Resources and the Wisconsin Historical Society are responsible for natural and cultural resource protection.

B. Organization

During an emergency or disaster situation, the primary and support agencies of ESF 11 will assign personnel to the County EOC. Brown County Emergency Management, as the responsible agency for implementing ESF 11, will respond directly to the Officer in Charge/Operations Officer in the County EOC.

ESF 11 emergency operations will coordinate as appropriate during an activation of the County EOC and will coordinate the resources of the appropriate county agencies with Operations/OIC.

C. Mitigation Activities

1. Identify new technology and procedures for use in completing the ESF 11 activities.
2. Identify areas where mutual aid agreements are or should be in place.
3. Identify areas where public education detailing ESF 11 functions are

needed.

4. Identify specific resources and equipment, including those held publicly and privately, that will be required to implement the ESF 11 activities.
5. Identify requirements for ESF 11 standard operating procedures, plans and checklists for Primary and Supporting Agencies.
6. Identify communication needs.
7. Identify ESF 11 training and exercising requirements.
8. Identify, develop and incorporate, as necessary
 - a. Private sector capabilities and resources
 - b. Backup response and recovery processes

D. Preparedness Activities

1. Develop, revise and/or maintain standard operating procedures and other plans and procedures as necessary for the ESF 11 operations.
2. Develop and conduct training and exercise programs involving ESF 11 functions.
3. Develop and maintain a contact list of agencies and organizations involved with ESF 11 operations, including staff and staff support rosters.
4. Develop and maintain ESF 11 resource lists, including a contact notification list with essential information included, such as resources location address, telephone, cellular and facsimile numbers, and email addresses.
5. Ensure that copies of all necessary ESF 11-specific emergency manuals, plans and procedures, and other reference materials are located in the County Emergency Operations Center.
6. Develop and maintain a database of trained professionals and volunteers throughout the county who can be called on to help with emergencies involving food, agriculture, natural and cultural resources. These staff members and external resources may be contacted and notified by the appropriate lead for the incident.
7. Assist municipalities in the preparation and development of food and agriculture response plans, as well as plans for natural and cultural resources, as deemed necessary.

8. Plan, conduct and evaluate public education programs for prevention, preparedness, response and recovery.
9. Assist in the maintenance and expansion of programs such as the Wisconsin Veterinary Corps at the county/local level to prepare volunteers for terrorism incident support for food and agriculture incidents.
10. Support coordination and cooperation between governmental, private sector and non-governmental agencies to facilitate response efforts.

E. Response Activities

1. County ESF 11 staff will support response activities for the control and eradication of a foreign animal disease in Brown County and the State of Wisconsin through coordination with DATCP and the USDA-Animal and Plant Health Inspection Service-Veterinary Services (APHIS – VS), and the Wisconsin Department of Natural Resources (DNR) .
2. Provide technical advice to the County EOC Officer in Charge on matters related to the containment and eradication of any foreign animal disease.
3. Provide support and technical assistance and coordination assistance to county and local emergency managers, tribal managers.
4. Maintain liaison with local, county and tribal government and volunteer service agencies.
5. Work with the Brown County Health Department to issue advisories and protective action recommendations to the public as necessary.
6. Provide accurate, consistent and timely information to the public.

F. Recovery Activities

1. Continue coordination/monitoring of the management of plant and animal disease and pest infestations, food safety, and NCH resources.
2. Continue to maintain liaison with local, county and tribal government to manage volunteer service response activities.
3. Continue to coordinate services to farmers affected by an incident through the Farm Center Helpline and Farm Center staff.

IV. RESPONSIBILITIES

A. County Agencies

Local officials, governmental and non-governmental agencies will be actively involved in the response and should be utilized. Each county and local government has a Local Emergency Response Plan which provides the framework for the jurisdiction's response to an emergency or disaster. County and local emergency managers/directors may utilize their resources and provide additional lines of communication with and for local producer/processors and the local Cooperative Extension Service.

1. County Chief Elected Officials

The chief elected officials will maintain direction and control of governmental activities; declare a county emergency through the normal process described in the Local Emergency Response Plan; and provide local resources as available.

The chief elected official will use the Incident Command system, participating in an appropriate NIMS command structure with other agencies and responders such as the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) and/or USDA.

The County Clerk/Treasurer will coordinate the documentation of all disaster related expenses such as personnel time, overtime, equipment usage, in-kind or stocked materials, etc. and will follow accepted accounting procedures. Each county or local agency will document their own disaster related expenses and make the data available as requested.

2. County Law Enforcement (Sheriff's Office)

The Sheriff's office serving the county will receive an early alert of a suspected foreign animal or plant disease or pest infestation from officials at DATCP should the health evaluation warrant it. At the time of disease confirmation, the Sheriff will become a member of the command structure for the event and may assume the command position for local law enforcement functions. The Sheriff's Department will provide the initial incident security to the personnel and the quarantine zone. The Sheriff's Department will provide communications support and will coordinate local law enforcement response with support from the Wisconsin State Patrol and the National Guard if activated. Other roles and responsibilities during a disaster are outlined in other parts of the Local Emergency Response Plan.

3. County Emergency Management

The Emergency Manager/Director will receive an early alert of a suspected disease from DATCP officials should the health evaluation warrant it. At the time of disease confirmation, the County may decide to activate their EOC. The role and responsibilities of the Emergency Manager will remain the same as in other disasters; that is to coordinate requests for additional support, communicate with and advise the chief elected officials and WEM of local conditions and activities.

4. County Highway Departments

The County Highway Departments will respond to requests as in other disasters with emphasis on traffic control in the quarantine zone. In support of the law enforcement agencies, they will identify the sustainability of roads and bridges necessary for re-routing traffic from the quarantine zone. They may also assist by providing excavation and transportation equipment and operators to move soil, carcasses or debris as directed.

5. Fire Service/EMS

The local fire service(s) will, within their limits of training and equipment, provide assistance with decontamination, hazardous material and protection as required by the Veterinary Emergency Team. They will also provide EMS services as needed. Mutual aid requests will follow normal processes as described in the county's Local Emergency Response Plan.

6. County/Local Health Departments

The County Health Department will support the Wisconsin Department of Health and Family Services and Volunteers Organizations Active in Disasters (VOAD) in providing overall leadership, coordination, assessment and technical assistance for public health needs in the event of a disaster or emergency. Other functions are described in the Local Emergency Response Plan. They will also provide assistance and epidemiology services in dealing with zoonotic (animal spread to humans) diseases.

B. Volunteer Agencies

1. Wisconsin Veterinary Corps/Humane Society

The Wisconsin Veterinary Corps is a group of veterinarians, veterinary technicians, veterinary assistants, students enrolled in veterinary programs, and other interested persons that receive special training to respond to animal emergencies, bioterrorism and natural disasters. They are able to respond to local and state animal emergencies that exceed local or state capabilities. In a disaster,

they can also help with animal care and treatment, rescue, sheltering, mass casualty care, evacuation, vaccination, specimen collection, decontamination, euthanasia, necropsy, and other support activities.

2. American Red Cross

Coordinate sheltering operations with feeding operations at specified sites.

Identify and assess the requirements for food and distribution services on a two-phase basis: critical emergency needs immediately after the disaster, and longer-term sustained needs after the emergency is over.

Coordinate the food distribution efforts of other volunteer organizations.

V. RESOURCE REQUIREMENTS

VI. REFERENCES (located in EOC)

VII. ACRONYMS

VIII. APPENDICES

1. List of Authorities
2. Flowchart of Animal Disease Response Actions

1. Providing bio-security and surveillance to contain and prevent the spread of disease.

2. Cleaning and disinfecting infected premises after depopulation has been completed.

3. Implementing the depopulation and disposal of infected and exposed animals, animal products, bedding and feed stuffs.

4. Conducting epidemiological investigations to determine the source and possible spread of the disease.

5. Providing regulatory enforcement of quarantines.
6. Providing vaccination programs if warranted to help control the spread of the disease.
7. Controlling vectors that may be involved in the spread of disease.
8. Providing shelter, food, water and veterinary care to displaced animals.
9. Providing assistance with reuniting owners and their animals.
10. Communicating pertinent and timely information about the disease to the public.

Authority

A. Department of Agriculture, Trade and Consumer Protection

The department has authority to embargo the movement of animals carrying communicable diseases either into the state or from one point in the state to another under Wisconsin State Statute 95.20. Wisconsin State Statute 93.07(10) gives the department broad discretion to impose animal health quarantines.

B. Wisconsin Department of Natural Resources

The department derives its authority over wild animals impacted by an EAD under the General Fish and Game Regulation in Wisconsin State Statute 29. Authority over animal carcass disposal is under the General Environmental Provisions of Wisconsin State Statute 299.

C. Wisconsin Emergency Management

Wisconsin Emergency Management coordinates state response to disaster situations in support of local jurisdictions under authority granted in Wisconsin State Statute 166.03

D. Wisconsin Department of Health and Family Services

General powers and duties of the department are listed in Wisconsin State Statute 250.04. The department may require isolation of patients, quarantine of contacts, concurrent and terminal disinfection or modified forms of these procedures as provided by Wisconsin State Statute 252.06. Additional authority to protect public safety in the case of communicable disease can be found in Wisconsin State Statutes 252.18, 252.19 and 252.21.

APPENDIX 1: LIST OF AUTHORITIES

KEY SUMMARIZED DATCP-DAH AUTHORITIES RELATED TO ANIMAL-HEALTH EMERGENCY MANAGEMENT

DATCP authority regarding animal-health issues is set forth in Chapters 93 and 95 of Wisconsin Statutes. Some of those authorities relate specifically to agricultural emergencies and disasters.

Chapter 93: Department of Agriculture, Trade and Consumer Protection

- 93.06 **Department powers.** Under this section the department is authorized to obtain and furnish a variety of information, particularly information related to sources of supply of products, selection of proper shipping routes, lists of persons engaged in production or distribution of products. The department also has authorities for animal health and testing, certificates of veterinary inspection, animal health supplies, service testing related to department programs, and for enforcement of laws. Additional authorities include denying, suspending or revoking licenses; prescribing conditions of licenses; investigations; issuing warning notices; and cooperating with other agencies.
- 93.07 **Department duties.** (1) Regulations—To make and enforce such regulations as deemed necessary for the exercise and discharge of powers and duties of the department. The department has duties to collect from counties information on the extent, condition and prices of farm crops; the number, conditions of health and value of farm animals; prevailing conditions of weather, and such other information deemed of value. The department has quarantine duties to protect the health of animals and humans in the state and to control communicable diseases among animals, including farm-raised deer and elk. Also, the department has duties to promulgate rules for domestic animals, to prescribe regulations for the slaughter of poultry for the market, to cooperate with humane societies and humane officers, to compile every two years statistics relating to the dairy industry, and enforcement of laws regarding the production, manufacture and sale of a dairy, food or drug product.
- 93.08 **Access for law enforcement.** In performing duties or in enforcing laws, the department may enter premises within reasonable hours, open items for inspection and take samples if required, and inspect products and materials and collect and test samples of those products.
- 93.14 **Power to conduct hearings; secure evidence; witness fees.** The department may conduct hearings, administer oaths, issue subpoenas and take testimony. Witnesses are allowed fees in courts of record.
- 93.15 **Reports to department; inspections.** The department may require persons engaged in business to file reports or sworn or unsworn answers to specific questions. The department may have access to and may copy any document if the document is relevant to any matter the department may investigate.
- 93.16 **Investigative authority.** The department may conduct a preliminary investigation as is necessary and proper to determine whether a hearing or proceeding ought to begin under statutory provisions.
- 93.18 **Hearings; orders; service; procedure; revocation.** General orders, standards and regulations shall be adopted, amended and repealed per statute. The department shall issue, amend or revoke complaints against persons; serve a copy of an order upon a person against whom the order is issued; and record testimony presented.
- 93.21 **Penalties.** The department can assess monetary penalties for failing to furnish information, obstructing officers, violation of order or regulation, failure to obey orders, late license fees, and fraudulent use of official seals.

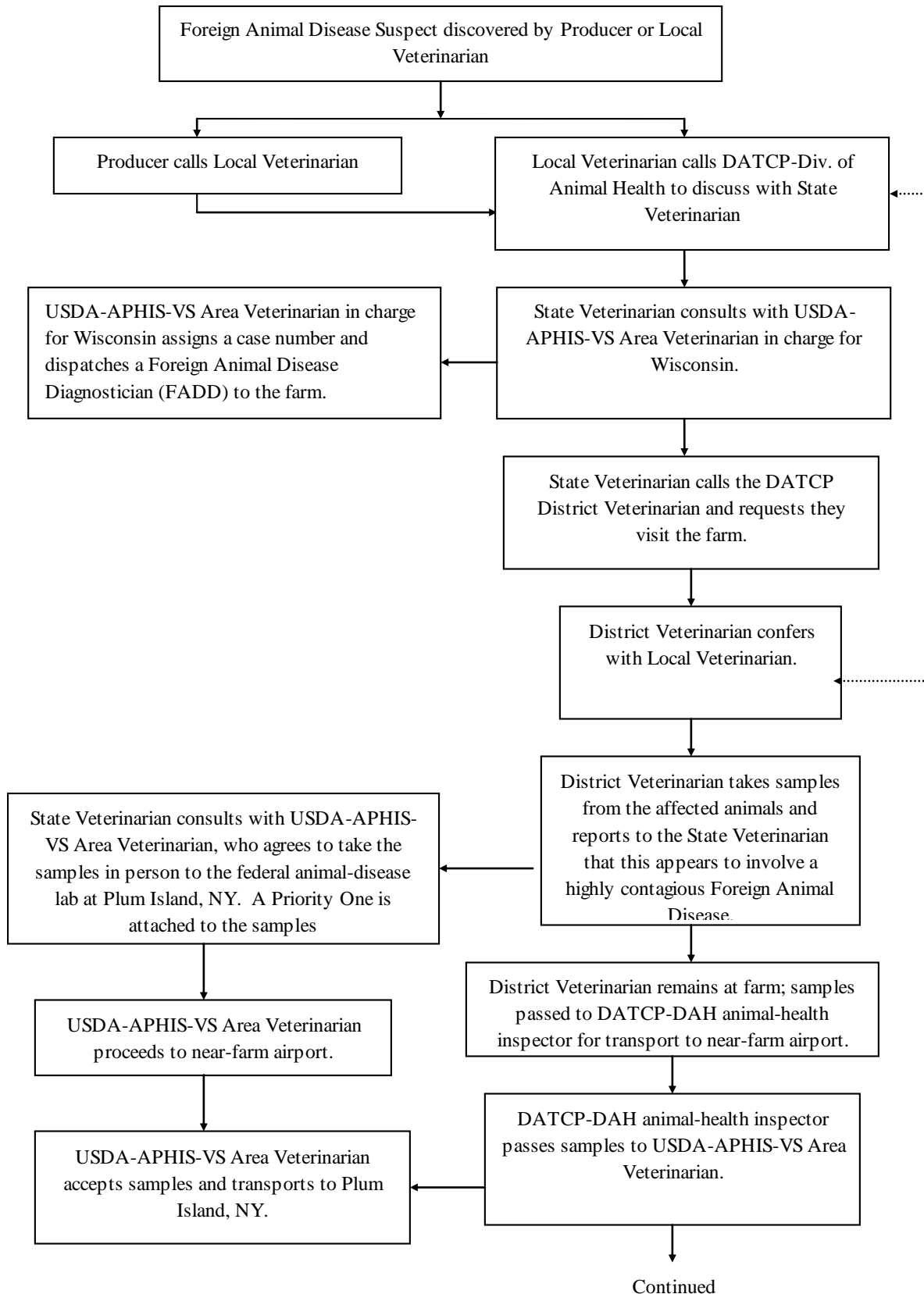
Chapter 95: Animal Health

- 95.17 **Animal diseases: cooperation with United States.** The department will cooperate with the U.S. Department of Agriculture in combating dangerous diseases among domestic animals.
- 95.18 **Animals in transit.** Animals in transit in the state are subject to all provisions of law relating to contagious or infectious diseases of animals, and to regulations and orders of the department.

- 95.19 **Diseased animals.** Persons are prohibited from knowingly transporting, selling, allowing to commingle with other animals, or exhibiting any animal exposed to a contagious or infectious disease. The department may promulgate rules regarding transport of such animals.
- 95.20 **Embargo on animals from infected districts.** If there is danger of the introduction into the state of any communicable disease in domestic animals from outside the state, the department shall investigate the conditions and may prohibit importation of animals into this state and movement of animals within this state.
- 95.22 **Reports of animal diseases.** Each veterinarian shall report immediately to the department the existence among animals of any communicable disease coming to the veterinarian's attention.
- 95.23 **Disease investigation and enforcement.** Inspectors and agents of the department may enter premises at reasonable times to inspect animals for diseases or violations of or enforce animal-health laws. On request from an inspector, peace officers shall assist in enforcement of laws relating to animal health.
- 95.24 **Living vaccine, hog cholera, anthrax, swine erysipelas.** Only authorized persons or entities may possess living vaccines and administer such vaccines.
- 95.25 **Tuberculosis control.** In order to detect and control bovine tuberculosis among animals, the department may test animals for the disease.
- 95.26 **Brucellosis control.** In order to detect and control bovine brucellosis, the department shall conduct milk and cream tests and blood tests.
- 95.27 **Pseudorabies control.** In order to detect, control and eradicate pseudorabies, the department shall obtain blood and tissue samples from Wisconsin swine on a systematic basis.
- 95.30 **Disposal of animals infected with tuberculosis.** The owner of cattle or farm-raised deer tested and found to be infected with bovine tuberculosis shall ship them to some place designated by the department for immediate slaughter.
- 95.31 **Condemnation of diseased animals.** The department has authority to condemn and order the slaughter or destruction of animals affected with or exposed to contagious and infectious diseases. The department also shall pay indemnities to the owners of such animals. In the event of a serious outbreak of dangerous diseases among domestic animals, the department may request the joint committee on finance to release funds needed to conduct emergency programs and to pay indemnities.
- 95.33 **Non-reactive condemned.** If the department believes a bovine or farm-raised deer is afflicted with tuberculosis, but the animal does not react to the tubercular test, the animal may be condemned.
- 95.34 **Slaughter on premises.** Diseased animals may be slaughtered on the premises of the owner under the supervision of the department.
- 95.39 **Biological products.** Unless specific conditions are met, it is unlawful for any person to sell, furnish, give away or supply certain biological products.
- 95.49 **Emergency rules on brucellosis.** No person may sell or move any American bison, or animal of another species identified by the department, born after June 1, 1984 unless the animal is accompanied by a report of complete negative brucellosis test conducted within 30 days prior to movement. This subsection does not apply to a number of conditions however (see complete statute).
- 95.50 **Disposition of carcasses.** The department requires proper disposal of animal carcasses. The department also regulates the transportation of the carcass of any animal suspected of having a contagious or infectious disease.
- 95.51 **Premises registration.** Any person who keeps livestock on a premises shall register the premises with the department. This statute becomes effective Nov. 1, 2005.
- 95.67 **Proper use of animal care and disease control products.** Persons using such products shall substantially comply with instructions, warnings and directions for use noted on the product label.

- 95.68 **Animal markets.** Persons operating an animal market must have an annual license from the department. Animal market vehicles for transporting animals must be registered with the department. See statute for eight key provisions.
- 95.69 **Animal dealers.** No person may operate as an animal dealer without an annual license from the department. Animal dealer vehicles for transporting animals must be registered with the department. See statute for eight key provisions.
- 95.71 **Animal truckers.** No person may operate as an animal trucker without an annual license from the department. Animal trucker vehicles for transporting animals must be registered with the department. See statute for eight key provisions.
- 95.72 **Transportation, processing and disposal of dead animals.** The department defines persons involved in the transportation, processing and disposal of dead animals. With certain exemptions, persons involved in the above activities must have a specific license for the type of business as defined by the department. See statute for key provisions concerning transportation.
- 95.80 **Humane slaughtering.** The department defines humane methods of livestock slaughter.

APPENDIX 2: FLOWCHART OF ANIMAL DISEASE RESPONSE ACTIONS



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